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COMMUNITY DEVELOPMENT

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PROGRAMME AND BENEFITS

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Issued on behalf of
MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA

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I. INTRODUCTION

The real India, as Mahatma Gandhi said, is in the villages. In India's Five Year Plans, therefore, the emphasis is on the improvement of the standard of living in the villages.

The Five Year Plans include major prgorammes for the development of agriculture, irrigation and power. These programmes aim at solving some of the basic problems of rural India, like the shortage of foodstuffs and industrial raw materials and the peasants' utter dependence on rainfall. Land reforms, the *bhoodan* and *gramdan* movements and the measures to develop village and small-scale industries are other steps taken to evolve a balanced rural economy. But the improvement of village life is not merely an economic problem. It is essentially a process of social rebuilding, including the development of human material.

To this end, it is necessary that we should bring about a change in the outlook of the 60 million families living in the countryside. Enthusiasm must be aroused in them for new knowledge and new ways of life. Our villagers must be imbued with the determination to live a better life.

A People's Movement

The Community Development programme has accordingly been designed to mobilise human and material resources for the economic and social welfare of India's huge rural population of 30 crores living in 5½ lakh villages. It is a people's movement.

The village people need food, clothing, shelter and health as well as education and recreation. They can

produce most of the food and clothing they need. They can also improve their own sanitation, build their own houses and organise their own recreation. They, however, need outside financial assistance in the construction of schools and health centres and in the building of irrigation dams, etc., for these involve much expenditure. For most other needs what they require is technical assistance and guidance. It is on this approach that the programme of Community Development is based.

The initiative for the Community Development programme comes from the people themselves. Village communities not only choose the priorities according to which their problems are to be tackled, but they also undertake the major responsibility for implementing them. The role of the Government is to assist all these activities at every stage. Officials guide and help the villagers, provide technical advice and organise supplies, services and finance.

The representatives of the people are associated with the projects at various levels. The panchayats and co-operatives help both in the planning and implementation of the programmes. Development committees, consisting of officials and non-officials, assist in the formulation of the programme at the block level. Members of the State Legislatures and Parliament, who exercise final control are also actively associated with the programme. They study and review activities through consultative committees. They help in enlisting the people's participation in various aspects of the programme. In addition to these development bodies, several non-official organisations like the Bharat Sevak Samaj, Mahila Mandals, etc., are associated with the movement. All these play an important part in carrying the message to the villages and bringing about a revolutionary change in the lives of India's teeming millions.

Matching Contributions

Development costs money, and in a poor country like India we are not able to find enough resources to do all the

things we would like. However, if the people come forward to help and put their shoulders to the wheel, there is naturally less need for money and a great deal of work can be done. Again, co-operative effort is essential not only to enlist the active participation of the people in the programme but to ensure their willingness to maintain the completed works. For these reasons a matching contribution for each work to be undertaken is worked out in consultation with the people's representatives. Each community supplies manual labour, part of the material and perhaps part of the expenditure. The actual contribution varies from project to project. For instance, for items like drinking water supply or a village dispensary, the people are required to contribute a minimum of 25 per cent. On the other hand, for village recreation centres they have to pay as much as half the total cost.

Aims

The Community Development programme aims at an integrated advance in all spheres of village life. The main fields of activity are agriculture, animal husbandry and irrigation, which are the mainstay of rural life, but attention is also paid to the development of roads and other means of communication and to such items as health, education, housing and social and cultural activities. Consistent with the objectives of socialistic planning, special emphasis is being laid on the development of co-operatives, village industries and panchayats and the intensification of the programme among women and children in the tribal areas. In the matter of employment, the programme seeks to find new sources of employment by helping to establish village industries and by providing training facilities to artisans.

Evolution

The Community Development programme was started on October 2, 1952. The date is significant, for it was the birthday of Mahatma Gandhi. To start with, it was

launched in 55 selected areas, each covering about 300 villages and a population of nearly two lakhs. The personnel in each block comprised a Block Development Officer, extension officers for agriculture, animal husbandry and co-operation, two social education organisers, an overseer with a public health bias, 10 village-level workers, each serving a group of about 10 villages, and some ancillary staff. All these people worked as a team.

The National Extension Service

The experience of the first community projects and the popular enthusiasm that they aroused emphasized the need for extending the programme to other parts of the country. But this required a great deal of money, even though the people helped with voluntary labour and cash gifts. The first Plan could afford to provide only Rs. 90 crores for Community Development. It was just a drop in the ocean compared to the total amount needed to improve life in all the villages. The Government, therefore, decided to launch the National Extension Service alongside the Community Development projects. The service was intended to give scientific and technical help to the village people so that they could improve their lives. While the stress on agricultural schemes remained, the works programme in N.E.S. blocks was less than that in the Community Development Blocks. As such, it involved less finance and a smaller staff. The two programmes were, however, complementary.

Stages

All new areas selected for development were first taken up as N.E.S. blocks for three years. Later, if the people's response was encouraging and funds were available, they were converted into blocks of the intensive development type for three years. At the end of this period, they went back to the N.E.S. pattern and were known as post-intensive blocks.

Targets

The first Five Year Plan set a target of covering a quarter of the country by the National Extension Service programme by 1955-56. This target was achieved. By the end of the first Five Year Plan, the Community Projects and National Extension Service programmes had been extended to 1,50,000 villages situated in 980 development blocks. Altogether, they served 77.5 million people, i.e., 22 per cent of the country's population. The second Plan envisaged that the entire country would be covered by the extension service by 1961.

Two Stages

It has now been decided that development activities in the rural areas must be intensive, continuous and of substantial duration, so that the urge among the masses for a better and richer life may adequately be met and the economic level of the villagers raised. To attain such a sustained and accelerated tempo of development, the programme of Community Development has been revised. It will now be implemented in two stages of five years each instead of the existing three phases, viz., N.E.S., C.D. and post-intensive. The existing N.E.S. blocks have all been converted into C.D. blocks with an increased budget provision. However, before the first stage commences in future blocks there will be a pre-extension period of one year, primarily for commencing agricultural production programmes. For existing blocks as well as for blocks that will be allotted in future a provision of Rs. 12 lakhs per block for a five-year period has been made during the first stage, and in the second stage there is a provision of Rs. 5 lakhs for five years.

As the revised programme of Community Development is intended to be executed within the present allotment of Rs. 200 crores provided in the second Plan a certain staggering of the Plan coverage becomes inevitable. The complete coverage will now be achieved by October 1963 instead of April 1961. On April 1, 1958, there were 2,383 blocks

(stage I, II and old C.D. blocks) functioning in the country. They covered over 3 lakh villages with a population of about 164 million. In other words, more than half the total villages of our country and her population have already come within the ambit of the Community Development Movement.

The revised schedule will help overcome the present shortage of trained basic and supervisory personnel and will also tone up the working of the programme by avoiding the recruitment of workers of marginal calibre and qualifications.

Organisation

The Gram Sevak or Village-Level Worker is the key person in the development programme. He lives with the people and tries to persuade them to take to the new ideas and programmes. As a multi-purpose 'first-aid' man, he helps the villagers in all fields of rural development such as agriculture and animal husbandry, public health, village industries, co-operatives and panchayats and rural engineering. Each Gram Sevak is in charge of 10 villages and attends to five or six thousand people.

Another official who works in collaboration with the Gram Sevak is the Social Education Organiser. He helps in creating a desire among the people for development works. The Block Development Officer is in charge of a block of about 100 villages. It is his function to co-ordinate the activities of the members of his team to serve the needs of the villages. This he does in consultation with the members of the village development councils and block advisory boards. There is a technical staff attached to each block. These include agricultural experts, health officials, engineers and overseers, co-operatives and industrial extension workers, arts and crafts supervisors, etc. They assist in the execution of the programme and in solving problems as and when these arise.

The Block Development Officers work under the District Collector, who is also the District Development Officer.

At the upper end of the ladder in the State heirarchy is the Development Commissioner, who co-ordinates the working of a team of officials consisting of the chiefs of the development departments. The State Development Committee co-ordinates and supervises the activities in the State. It comprises the Ministers in charge of all the Development Departments, with the Chief Minister as Chairman.

At the top of the whole organisation in the country is the Union Ministry of Community Development, but matters of basic policy are decided by the Central Committee. The Central Committee includes Members of the Planning Commission and the Ministers for Community Development and Food and Agriculture. The Prime Minister is Chairman of the Central Committee.

II. AGRICULTURE

Agriculture is the basis of village life in India. Seventy per cent of the population depends on it for a livelihood. Yet the problem of a very low yield remains; despite recent efforts, the country has not yet been able to achieve self-sufficiency in foodstuffs. At the same time, the population is increasing at the rate of five million every year. To increase the output of food and other agricultural produce it is necessary that farmers use improved methods of cultivation. They should also be given free technical advice and proper arrangements must be made to provide them adequate financial credit and to ensure a fair price for produce.

In view of the continuous food scarcity, the Community Development programme has laid emphasis on greater food production. Steps taken in this direction include the reclamation of waste land, provision of quality seeds, use of improved techniques and implements, offering of marketing and credit facilities, soil research and manures, fruit and vegetable cultivation and planting of forests.

At the Sixth Development Commissioners' Conference, held at Mussoorie in 1957, it was decided to increase agricultural production by 50 per cent in irrigated and assured rainfall areas and by 30 per cent in other areas. To achieve this target, the tempo of work in extension areas was intensified. Up to September 30, 1957, 30.1 lakh special demonstrations were held, 25.2 million maunds of fertilizers and 11 million maunds of fruit seeds were distributed, 2.27 million acres of land were reclaimed, improved implements valued at Rs. 7 lakhs were distributed and changes in cropping patterns were brought about by introducing more re-

munerative crops like potatoes, groundnut, cotton, coconut, pepper and cashewnut in suitable areas. Measures were also taken to increase the production of organic manure locally prepared from weeds, shrubs and night soil. The Ministry of Community Development launched a scheme for the training of farmers for this purpose. Finally, seminars in agriculture and allied subjects were organised at all levels to sustain the tempo of activity in the field of agriculture.

Efforts were also made to increase the acreage under fruit and vegetables. By March 1957, 2,82,000 and 6,60,000 acres were brought under fruit and vegetable cultivation, respectively.

Improved Seeds

Until recently, adequate arrangements for the supply of good seeds to farmers did not exist under the Community Development programme; however, much work has been done in this direction.

The general mechanism of production, multiplication and distribution of improved seeds for the farmers is like this. After a variety has been evolved at the research station, its nucleus stock is multiplied, in the first stage at a government farm. In the subsequent two or three stages the stock is multiplied by selected farmers known as registered growers. These growers, who are of two or three grades, agree to multiply the seeds according to the instructions of the State Agriculture Department. The seeds are bought back by the Department which pays a premium (nearly 12½ per cent over the prevailing market rates) for the extra labour involved in maintaining their purity. This stock is then used for general distribution. In some States the collection and distribution of improved seeds is also done through co-operative societies.

Manures and Fertilisers

About 50 per cent of the cow-dung in India is burnt as fuel. It is of the utmost importance that this wastage is avoided and some cheap alternative fuel popularised among

the rural population. For this purpose, the planting of trees like the *babool* is being encouraged.

Municipal and Notified Area Committees have taken up the composting of night soil and refuse and selling it to cultivators through the village panchayats. The use of human and animal urine for the same purpose is also being propagated.

The main sources of supply of green manure seeds are government and seed depots. Farmers can also purchase these from the market. Oilcakes of castor, groundnut, sesamum, cotton, linseed, *neem* and *mahua* are available at the co-operative seed depots as well as in the village and city markets.

India does not as yet produce sufficient quantities of organic manures. The use of chemical fertilisers like ammonium sulphate, superphosphate, etc., is therefore being advocated. These fertilisers are available both with government and co-operative depots and with private dealers.

Agricultural Implements and Machinery

The scope of the use of modern farming tools and implements in India is rather limited. This is so, firstly, because the size of the average holding is small and, secondly, because there is no dearth of human labour. Nonetheless, the use of improved ploughs, tractors, winnowing machines, levellers, etc., has become quite popular. These implements have generally been obtained from private dealers, but now government and co-operative workshops have also undertaken their manufacture.

Plant Protection

It is well known that about 10 to 20 per cent of each year's crop is destroyed by insects and pests. To prevent this loss and fight plant diseases, remedial measures have been worked out and plant protection organisations set up at the Centre and in the majority of States. Numerous research institutes such as the Indian Agricultural Research

Institute, the Central Potato Research Institute, the Central Rice Research Institute, the Sugar Cane Breeding Institute, etc., are doing valuable work in this direction. They evolve improved seeds which are resistant to plant diseases and conduct research in the efficacy of various insecticides and chemicals against plant pests. Insecticides such as D.D.T. and B.H.C., and fungicides like baradeaux mixture, copper compound and mercury derivatives, together with sprayers, dusters and other equipment are supplied to farmers by the plant protection departments of the State Governments in co-operation with the staff of the development blocks. In some States, co-operatives and private concerns also stock these chemicals and people can obtain their requirements directly from them.

Storage

In the past, bad storage has been responsible for the loss of enormous quantities of foodgrains every year. Greater use of gunny bags is now advocated and government and co-operative depots are protected by chemical spraying. In addition to 350 warehouses of the Central and State Warehousing Corporations, 1,500 godowns for large-size societies will be constructed during the second Plan. There are at present a few private warehouses for the cold storage of potatoes.

Soil Conservation

A comprehensive programme to control soil erosion has been taken up by the Government under the Vana Mahotsava movement. This is an organised programme of tree plantation which will, in due course, help check soil erosion. Engineering measures such as bunding, contour ploughing, terracing, etc., are also being taken up in the fields and special equipment like levelling karahs, ridge makers, bund formers, basin listers, etc., are being provided to farmers.

Building Material

Farmers need cement, iron, coal and bricks. These they

require for building activities. The main source for the supply of bricks are local brick kilns owned privately or by co-operative societies. These requirements of cement, iron and coal are generally met from the stocks of authorised dealers but in case of any difficulty the block officials can help the people in procuring these things.

How to Obtain Assistance

When farmers want improved implements, chemical fertilisers or improved seeds, the uses of which have been earlier demonstrated to them, or seek help in fighting pests or applying for credit facilities for agricultural activities, they should, individually or jointly, approach the Agricultural Extension Officer or the Block Development Officer through the Village-Level Worker. Credit facilities are given for the purchase of fertilisers, implements or power-driven machinery. On all these matters the Block Development Officer's advice can be sought.

III. IRRIGATION

India is building a chain of giant irrigation works like the Bhakra-Nangal, Damodar Valley, Hirakud, Kakrapar, Mayurakshi and Tungabhadra projects. Altogether, there are 188 new irrigation projects in the second Plan, 10 of them costing more than Rs. 10 crores each. These will make available assured supplies of water to our fields.

The Community Development programme of irrigation, however, does not contemplate such huge projects, for these involve enormous amounts of money, foreign machinery and material and even foreign experts. It includes only smaller works like the construction, repair and deepening of surface wells, the installation of tube-wells, putting up of anicuts diversion weirs at suitable points on streams and rivers and direct pumping from perennial streams and rivers. Yet these works are of great importance, for they yield quick results and bring immediate benefits to the people. Moreover, they can be built with local resources and manpower. The significance of these irrigation works may be gauged from the fact that up to September 30, 1957, 4.9 million acres of land have been brought under irrigation.

Technical Advice and Loans

The Community Development organisation helps the villagers in the implementation of the irrigation programme by giving them technical and financial assistance. For instance, if people want to take up the sinking of a new well or the repair of an old one, the block overseer who is available in most block areas helps them by calculating the amount of water which would be available from any

proposed well. He also assists them by suggesting the types of pumps which can be fitted in such wells. Again, if a well is to be bored, or rocks blasted, the block authorities help the people in procuring the necessary equipment and appliances.

The Block Development Officer helps to get assistance for the installation of private as well as co-operative tube-wells. The Agriculture, Engineering or Irrigation Departments generally undertake such work at reasonable rates. The block authorities also advise on the proper maintenance and running of private and co-operative tube-wells.

For installing tube-wells or building any other means of irrigation or renovating tanks and wells, people in the villages are entitled to a subsidy from the Government. For this purpose, they can make an approach either directly or through the block authorities. They can also get the assistance of the block staff for electricity supply, provided a minimum load is guaranteed. The block officials will approach the Electricity Department for the extension of transmission lines if electric power is available within a reasonable distance.

Weirs and Bandharas

It has been found that in many places irrigation facilities can be made available by diverting rivers and streams. In doing so the people should avail of the services of a block overseer. If he is satisfied that the scheme is feasible, he approaches the Irrigation Department for a detailed survey and investigation. This is necessary if it is proposed that the Government should sponsor the project. Even if a project is to be undertaken as a private or co-operative enterprise, the block overseer can prepare a detailed scheme for execution by the villagers.

In addition to technical assistance, loans on easy terms are offered to the people for the completion of such projects. In the case of a co-operative enterprise, a certain minimum share of the capital must come from the cultivators them.

selves. The balance of the cost is met from loans advanced by the block funds or the co-operative banks.

Some irrigation works like main diversion weirs and irrigation crossing involve masonry works. These demand technical skill and should thus be executed under the supervision of the block overseer and an engineer.

Before villagers approach the block authorities for assistance for a diversion scheme, they should make sure that water is available at the site at the time of irrigation. One way in which they can divert water for irrigation is by raising temporary earthen bunds from year to year across the stream from which irrigation is proposed. Here the block overseer can help in selecting the site. In some places, rain water is stored in tanks for irrigation purposes. Where such conditions exist the villagers can ask the block overseer to investigate the possibilities. If the overseer is satisfied after preliminary investigation, he will approach the higher authorities for a detailed investigation.

In the case of a private or co-operative enterprise, the block overseer inspects the site and prepares a scheme for execution by the villagers. Loans are made available on easy terms. In the construction of masonry works like sluice gates, waste weirs and irrigation crossings, the block overseer helps by preparing the layout and by helping in the procurement of construction materials like cement, iron, etc.

Old tanks can also be repaired by the Government, but such a job is undertaken only when the authorities are satisfied that the project is practicable and would be useful to the people. In the case of government works, however, the beneficiaries have to pay water rate in addition to any betterment levy that may be imposed.

IV. ANIMAL HUSBANDRY

The agricultural economy of India depends to a large extent on her cattle wealth. A bullock drives the plough, carries crops to the market, runs the persian wheel and pulls the bridal carriage. The importance of cattle wealth may be seen from the fact that it accounts for a substantial portion of India's total national income today.

As much as one-fourth of the world's cattle population is Indian, but unfortunately most of the animals are under-fed and not strong enough for work in the fields. There is only one pair of bullocks in use for every ten acres of land in the country. A large number of them roam about, destorying crops and vegetables.

To bring about an improvement of livestock in India, the Government has set up key village breeding centres in selected areas. A key village unit is a compact area of six contiguous villages having about 5,000 cows of over three years of age. All unwanted bulls are castrated or removed, and only specially selected ones are used for breeding. To multiply the number of pedigree bulls for breeding purposes, artificial insemination centres have been set up in many areas. Private breeders, too, are assisted by giving them free technical aid and providing facilities like artificial insemination, medical check-up and free veterinary services. Finally, advice and assistance is given to combat cattle diseases and people are taught how to make better use of milk products.

Arrangements have been made for the treatment of sick animals in the block areas. The village level workers, who have been trained in animal husbandry, render first aid to cattle, sheep and poultry. They can also inoculate

and help in the castration of bulls. As far as possible, the services of a trained veterinary doctor are made available in block areas. In certain States, efforts are now being made to open a full-fledged veterinary hospital in every block.

Contagious cattle diseases take a heavy toll each year. Measures are therefore taken to prevent their outbreak. Mass inoculation and vaccination campaigns are launched to prevent diseases like rinderpest, haemorrhagic septicaemia, black quarters, etc.

Up to June 1957, 5,326 breeding, artificial insemination, and key village centres were started. In addition to these, 150 key village centres with 600 key villages were established under the Government of India Key Village Scheme of the Ministry of Food and Agriculture. Of these, 70 artificial insemination centres with 280 key villages existed in the Community Development and National Extension Service blocks.

Proper feeding of livestock is as important as improvement of their breed. To this end, measures are planned to produce more and better fodder, to ensure adequate supplies of oilcakes at concessional prices, to plant better quality grasses and legumes in pasture lands and conserve surplus green fodder by hay-making. Steps are also being taken to provide ample supplies of drinking water and to popularise a balanced diet for cattle.

To develop a hygienic system of housing cattle, special designs for cattle-sheds have been prepared. These provide for proper drainage as well as adequate protection against rain and sun.

Dairying

The marketing of milk and milk products is an imporant problem in the rural areas. For this purpose, co-operative marketing is encouraged by giving loans and subsidies. Various State Governments have initiated their own programmes. People engaged in this trade can take full ad-

vantage of these schemes by writing directly to the Co-operative Departments of their States.

A sum of Rs. 50,000 has been provided for demonstration purposes under the heads of agriculture and animal husbandry in the block budget. Limited assistance can be given by Village Level Workers and the extension officers to the farmers from this fund.

Poultry Farming

In block areas adjoining large cities, poultry farming provides a good source of supplementary employment and income. To develop this industry, poultry development units are being opened in the country. Private poultry producers are being registered and arrangements made to provide marketing facilities to them. Also, better varieties of birds are supplied and incubators set up for hatching at nominal charges. It is estimated that 4,22,000 improved fowls were supplied by the block authorities till September 1957.

Sheep and Goats

To improve the breeds of goats and sheep, good quality bucks and rams are being distributed, medical facilities provided and improved methods of rearing demonstrated. The State Governments provide marketing facilities to the sheep and goat breeders, and officers, specially trained for the purpose, help the people in developing this industry. Apart from the schemes initiated by the Ministry of Community Development, the Industries and Co-operative Departments in the States have launched their own programmes, details regarding which are available either from the District Planning Officers or the State Governments.

Pisciculture

The development of pisciculture has received special attention in the maritime areas of Kerala, Madras, Bombay, Saurashtra, West Bengal and Orissa, where improved fishing appliances are being supplied to fishermen. Assistance

is also being given for the purchase of diesel engines for their boats and nylon nets.

Owing to lack of storage facilities, fishermen formerly had to sell their catch at whatever price they could obtain in the market. Now, cold storage facilities are being provided at various important places to store the surplus catch and sell it at reasonable prices.

A detailed survey of water suitable for pisciculture has been undertaken in all the block areas. In many States, Fisheries Departments have been set up to improve inland fisheries.

Under the Grow More Food Scheme Rules, Central assistance is available to the States for the development of fisheries. The basis of this subsidy is as follows :

(i) Fifty per cent of the net cost for the distribution of fingerlings.

(ii) Twenty-five per cent for obtaining boats, 50 per cent for engines, 33-1/3 per cent for net and yarn and 25 per cent for hooks, winches and line haulers. This subsidy is to be shared by the Centre and the States.

(iii) Fifty per cent of the net recurring cost on schemes relating to transport facilities for stocking and marketing catches.

(iv) Loans for co-operative marketing.

(v) Fifty per cent of the net cost for processing fish.

(vi) In addition to loans for capital expenditure, fifty per cent of the net cost for providing storage facilities.

(vii) Long-term loans at reasonable rates of interest for the reclamation of swamps and derelict fisheries.

V. COMMUNICATIONS

India is so huge a country that even an intricate railway network cannot serve every place. The remote villages can only be reached by road. Roads thus open up the rural areas for development. Village products can be more easily marketed and the return flow of trade brings in goods from the towns. Medical, educational and other welfare services, which help to raise living standards, also come within easy reach. Ideas are interchanged as the people of one village meet people from other villages.

Road-building has therefore received great importance in the Community Development programme. In fact, it is in this sphere that the people's participation in the programme is perhaps the most marked. The initiative usually comes from the people themselves in respect of planning; they organise labour, obtain the land and lead the construction operations. Thus, up to the end of September 1957, 9,140 miles of *pucca* roads and 62,000 miles of *kutcha* roads had been constructed and 55,000 miles of existing roads improved.

Problems in Road-making

Road building is, however, not an easy task. It involves both engineering and economic problems. Among the engineering factors to be considered are the slope of the ground, nature of the soil, rivers, or *nullahs* to be crossed and the availability of material. Among the economic factors that influence the route a road should take are the number of villages proposed to be served and the economic importance of the area. Even where a road cannot pass through many villages, the alignment has to be such that it may be connected to a number of villages through branch roads.

Government Assistance

In constructing a road one has to obtain the advice of experts. At every block headquarters, engineering advice is freely available.

The construction of a *pucca* road is a highly technical affair. For this reason its construction is generally undertaken by the Government. The responsibility of constructing and maintaining *kutcha* roads, however, rests primarily with the panchayats. The Government lends its assistance only where it is required.

Fair-weather roads are constructed by the villagers themselves. The land is given free by the people and the block overseer determines the alignment. In case such a contribution of land causes hardship to a poor cultivator, the block authorities assist by giving part of the compensation to be paid to him.

Metalling

In the case of metalled roads the villagers do the earthwork and the Government does the metalling. Since block funds are limited, the metalling is generally done in a selected area and only for an important strip. If, however, the villagers want a larger portion of the road to be metalled, they have to make a matching contribution in cash or kind. Road rollers are supplied and the Block Development Officer helps in procuring material for metalling. He also supervises the work.

Bridges and Culverts

In the Community Development or National Extension Service blocks, the construction of bridges and culverts is financed from the block funds. Villagers can employ masons and other labour for this purpose. Arrangements for scarce materials like cement and pipes are made by the block authorities. Up to September 1957, 29,000 culverts were constructed.

VI. HEALTH

A major problem that confronts Community Development workers is the poor health of the people in the rural areas. Unless people are healthy, they cannot enjoy the true benefit of their improved economic status. Poor health not only keeps away workers from the fields and other places of employment but it brings suffering and unhappiness to them. The environmental conditions are deplorable, particularly in respect of water supply and disposal of human excreta. On an average, 20 lakhs of people die every year from filth-borne diseases like cholera, dysentry, diarrhoea and typhoid, etc., group of fevers. Besides, most of the epidemic diseases begin in the rural areas.

Under the Community Development Programme, an integrated pattern for the development of health services has been set up, which combines both curative and preventive measures with emphasis on the latter. In view of the large incidence of sickness in the rural areas, it is essential to provide curative services in the beginning and simultaneously take measures for the prevention of disease and improvement of health.

Primary Health Centres

One serious difficulty in implementing the health programme is the shortage of trained medical and health personnel. It is for this reason that, at present, one primary health centre with three sub-centres are being set up in each Community Development block area. These centres provide integrated form of medical care, curative as well as preventive. In fact, they form the core of health plann-

ing and act as the pivot round which the states' machinery of medical care revolves.

At present, a primary health centre serves approximately 1,100 villages and a population of about 66,000. When more funds and trained personnel are available the number of primary health centres would be increased to serve a population of about 25,000. In selecting the site for the primary health centre, care is taken to see that it is easily accessible and adequately served by communications. The people's co-operation and participation in the establishment and maintenance of health services is also taken into consideration.

The basic services provided by the centre are:

1. medical relief;
2. maternal and child health care, including family planning and training of untrained dais;
3. school health;
4. health education;
5. environmental sanitation with priority for safe water supply and hygienic disposal of human excreta;
6. control of communicable diseases with priority for malaria; and
7. collection of vital and health statistics.

In addition to these services, other health programmes that have been initiated by the Central Health Ministry on all India basis for the control and eradication of malaria, filaria, leprosy, yaws, venereal diseases, tuberculosis, etc., are being carried out in the community development areas, wherever necessary. Such services, to begin with are, however, undertaken by specialised units which coordinate their activities with the existing health services in the community development areas.

Superior Medical Care

A primary health centre is linked up with a hospital at the thana, taluqua or sub-divisional level for the purpose

of rendering superior medical care. It is the duty of the medical officer in charge of a primary health centre to arrange transport in serious cases to a bigger hospital. Some States have established secondary health centres to offer specialised medical services.

Owing to paucity of trained personnel and limited financial resources, the staff at each primary health centre consists of a Medical Officer, a compounder, a lady health visitor, four auxiliary nurses-midwives, a sanitary or health inspector and two class IV staff.

Of the four midwives, one is stationed at the headquarters of the primary health centre and one each at the three sub-centres. The lady health visitor visits each of the sub-centres and looks after the maternal and child health services. She also gives technical help in the training of local untrained dais. The medical officer in charge of the primary health centre is responsible for both curative and preventive health work. He has to visit the villages to supervise the work of public health staff and give technical advice where necessary.

Medicine Chests

In addition to these medical facilities, some State Governments have provided one medicine chest in each Village Level Workers' circle. These chests are kept with the village school teacher or the 'sarpanch' or any other responsible person. A register is generally maintained in the local language showing the names and number of patients who have been treated.

The medical and health staff attached to a primary health centre carry out medical examinations of school children and immunise them against communicable diseases. They are also responsible for ensuring healthy environmental sanitation, safe water supply and adequate arrangement for sanitary latrines. Further, the sanitary inspector and the social education organiser arrange talks on personal hygiene for school children.

Family Planning

In a thickly populated country like India, family planning needs no emphasis. It helps parents to space properly the birth of their children and limit their number. Mothers who plan their families ensure good health of their babies as well as their own. To this end, 500 urban and 2,000 rural family planning clinics are proposed to be set up during the second Plan period. These clinics in the rural areas will form an integral part of the primary health centres. It has also been decided that a sum of Rs. 1,000 per year per clinic will be paid by the Central Health Ministry for free supply of contraceptives.

Arrangements have been made for providing training facilities in family planning. The Administrative Medical Officers have to contact the Central Health Ministry in this connection.

Control of Communicable Diseases

Malaria is one of the main diseases in the rural areas and a serious health problem. It accounts for more deaths in India than any other single disease. To control malaria, the Government of India launched a national control programme in April 1953. This was converted into a National Malaria Eradication Programme in April 1958. Under this programme a solution of D.D.T. is sprayed, which besides killing adult mosquitoes destroys other insect vectors like flies, fleas, bugs, etc. Other national schemes for the control of filaria, leprosy, tuberculosis, venereal diseases, yaws, etc., are also in progress in the affected community development areas.

B.C.G. teams move from village to village, examining the people and vaccinating them against tuberculosis. Mass vaccination and inoculation against small pox and cholera are also being carried out vigorously.

Environmental Sanitation

The majority of the rural population suffers from gas-

tro-intestinal diseases like dysentery, the typhoid and para-typhoid group of fevers, cholera, diarrhoea, etc. A great deal of mortality and morbidity can be prevented by giving proper attention to the provision of safe water supply and hygienic disposal of human excreta.

Water Supply

Water supply in the villages is mostly from wells, tanks, streams and rivers. To make the supply safe, it is necessary that wells should be of a sanitary type with adequate platforms and parapets to prevent surface pollution. Existing wells should be converted into sanitary ones. Wherever possible, handpumps should be installed. Where the source of water supply is from a stream or a tank, it is suggested that percolation wells may be constructed nearby. Whatever the source of water supply, it is essential to make adequate arrangements for the disposal of sullage water. The Administrative Medical Officer of the State or his representative at the district level can give technical advice to suit local conditions as well as supply the relevant blueprints.

The second Five Year Plan has made a tentative provision of Rs. 53 crores for urban water supply and sanitation and Rs. 28 crores for rural water supply. In addition, provision has also been made for the improvement of water supply in the development blocks. Necessary information is available from the block authorities in this connection.

Disposal of Human Waste

There are a number of types of sanitary latrines like the bore-hole, dug-well, septic tank, trench, *dehatti tatti*, etc. The pattern of a sanitary latrine will depend upon the social and cultural pattern of the people, the condition of the soil and availability of water. The main points for consideration are that there should be no difficulty in regard to the collection and disposal of human excreta and that there should be no smell and no chances of fly-breeding as well as water pollution. For the correct pattern to be

used in a particular area, the District Medical Officer of Health should be consulted. The block authorities can also provide information and guidance.

VII. EDUCATION

Social Education

To achieve the ideal of a Welfare State, it is necessary that every citizen should be made aware of his responsibilities and his duties to his family, the community and the country. He must also be trained in community effort and thinking. This education for democratic citizenship is, however, a collective function of many social organisations and individuals. The neighbourhood, school, playground, religion, community and government, all help in promoting such education.

This social education, which is so important in developing a socialist pattern of society, is given a vital place in the Community Development programme in our country. Although all extension workers are educators in their respective fields, it is the social education organiser who is responsible for organising social education activities in the villages. He associates actively with the people and organisations such as the youth group, the women's group, the farmers' group, schools, co-operatives and panchayats for spreading social education among the people of villages. There are various activities through which he tries to promote this education. They include literacy classes, libraries and reading rooms, festivals, exhibitions and melas, village leaders' training camps, etc. All these activities form an integral part of the programme carried out in the community centres organised by the initiative of the villagers themselves.

Illiteracy is widespread in the rural areas. It can be eradicated in two ways : firstly, by making primary education universal and encouraging all school-going children to

attend schools for a period of four years; and secondly, by organising literacy classes for children and youths who have left the primary and middle classes as well as for adults interested in learning. Efforts are therefore being made in the Community Development areas to have the enrolment of children in schools increased and to provide literacy classes for adults. Up to March 1958, 88,000 literacy classes were organised and 2.5 million adults made literate in these areas.

Another important feature of the programme has been the opening of organisations like youth clubs. As the future citizens of India, youth is encouraged to take an interest in the development programme through self-help activities directed at economic betterment, recreation and social services. By March 1958, 92,308 youth clubs had been organised in development blocks throughout the country with about 6 lakh young persons as members. In these clubs, the youths first participate in the recreation programme. Gradually their interest is directed to the agriculture and animal husbandry programme. Some panchayats promote these activities by donating cultivable land. In return, the youths are required to serve the rural community by maintaining sanitation in the villages and running literacy classes, reading rooms and libraries.

The recreational and cultural activities are organised to promote social interest among the villagers. These activities form an integral part of the programmes of the community centres. The latter serves as a forum where people discuss their own community problems and plan joint efforts for community development. Up to March 1958, 12,300 community centres were organised in the Community Development areas.

Women's Welfare

Welfare work among women in the villages is very complicated. Yet rapid progress has been made in this direction and 5,610 *mahila samitis*, with a total membership of 1,91,000 had been set up till September 1957. A woman

social education organiser and Gram Sevikas help in the organisation of these activities, including the follow-up literacy classes. Since co-ordination of social work among women is necessary to avoid overlapping, the activities of the Social Welfare Board have been linked with those under the Community Development programme. The co-ordination programme was to be taken up in all blocks converted into the intensive development type after April 1957, but actually Project Implementing Committees were formed in only 42 blocks by the end of December 1957.

Gram lakshmis, or such progressive village women who work as volunteers in the villages, devoting two to three hours every day to the cause of social education, also assist the women Social Education Organisers (up to March 31, 1958) in their social work.

The sixth Development Commissioners' Conference in April 1957 recommended a minimum programme for the welfare of women and children in the blocks. This has been accepted by most States, but its implementation has been handicapped by the shortage of suitable women workers with a rural background. As against the requirement of about 1,250 *gram sevikas*, only about 800 were appointed up to March 31, 1958. Similarly, out of about 2,050 lady Social Education Organisers required up to March 31, 1958, only 1,235 could be appointed.

Other Educational Activities

The sixth Development Commissioners' Conference suggested that educational sub-committees of the Block Advisory Committees should be set up to look after educational activities in the block areas. All the States have accepted these recommendations and are taking steps to implement them.

The States have also been asked to start pilot projects and universal primary education in order to investigate the problems and difficulties encountered in such work. These projects are to be preceded by an educational survey under

the programme of the Ministry of Education. Such surveys have been completed in the States.

The programme of starting new basic schools and introducing a basic bias into existing schools has been continued. Up to June 1957, 25,000 new schools were started and 10,325 schools were converted to the basic type.

Most of the universities have accepted the recommendation to include Community Development as a subject in their syllabus for the under-graduate and post-graduate stages. Some universities have already taken steps in this direction.

There is also a scheme for granting apprenticeships to students and lecturers in village development in collaboration with the Ford Foundation. Thirty-two universities have selected students and lecturers for the scheme.

VIII. INFORMATION AND PUBLIC RELATIONS

To make the people's participation in Community Development activities effective, it is necessary that they and the workers engaged in the implementation of the programme are well informed. The authorities are increasingly employing various media of mass contact, viz., the press, printed literature, photographs, films, radio and audio-visual material like posters, folders, film strips and exhibitions, for this purpose. The Ministry of Information and Broadcasting at the Centre and the Information Departments in the States assist the Ministry of Community Development in this important task of educating the masses.

In the community project areas we find a new India taking shape, "a new India not only in the things we are building, in the factories and projects and the development schemes, but even more so in the men, women and children, who are being helped to grow into their own in these various ways". Such a social change can, however, be appreciated only by seeing the projects in action. For this purpose, visits to the blocks and on-the-spot studies are arranged.

Press Publicity

A large number of press releases are issued, including periodical reviews, summaries of reports and news items. A list of selected releases is included in a monthly newsletter that is made available to the workers in a block through the information centres.

To make the newsletter more useful to the language papers and the information centres at block headquarters, arrangements have been made to supply a regional language version through the regional offices of the Press Informa-

tion Bureau. In the rural areas, where the circulation of newspapers is limited, these newsletters in the local language serve as a useful medium for giving vital information on topics which are of special interest to the villagers.

Steps are also taken to inform the people about the decisions taken at the various meetings, seminars and conferences on community development. Further, feature stories describing outstanding individual or group performances in the execution of the programme and special articles are issued to newspapers along with suitable photographs from time to time.

Popular Literature

Popular pamphlets, books and magazines are other sources through which the people can get adequate information. These are produced by various official agencies. The Ministry of Community Development has itself brought out over 100 pamphlets in English and the regional languages. In addition to these pamphlets, two magazines, *Kurukshetra* and *Gram Sevak*, are distributed free to block workers. Apart from these free publications, popular illustrated pamphlets giving interesting information about the progress of the Plan and the Community Development programme are produced and sold at low prices by the Publications Division of the Ministry of Information and Broadcasting. Most of these publications, too, are supplied free to the blocks. A list of these publications can be obtained either from the Division or from the block authorities.

Other Union Ministries and the State Governments bring out their own publications. Lists of these publications can be obtained by writing straight to the authorities concerned.

Technical Publications

A large number of technical publications are brought out every year, giving detailed information on the various aspects of the programme. These are intended for the block workers. It has recently been decided to bring out

a series of broadsheets of people's institutions showing the role that they have to play in the programme.

Literature for Neo-literates

For some time, a great need has been felt for good literature for neo-literates. Accordingly, a scheme has been drawn up for the production of books written in simple language. These will be supplied to village libraries.

Films

The movie is a very popular and effective medium of mass communication. The people in the villages can see newsreels, documentaries and other informative and educational films. Most of the blocks have been provided with films and projectors for this purpose. Projectors are also supplied under the Integrated Publicity Programme of the Ministry of Information and Broadcasting and also by the State Governments.

Film-shows are held regularly, but if there has been no film-show in a village for some time, the people can approach the Social Education Organiser or write to the Director of Information and Public Relations in the State or the Field Publicity Officer under the Integrated Publicity Programme through their Block Development Officer.

In each State, the nucleus of a film library is being set up. Apart from 50 films, which are available with each State Development Department, a large number is regularly supplied by the Ministry of Information and Broadcasting to the State Information Departments. If films are not available readily, people can approach the Regional Managers, Films Division, Government of India, for this purpose. No rent is charged for the films; only freight charges are to be paid.

The Audio-Visual Section of the Union Ministry of Education, too, has a collection of local and foreign informative and educational films. These can be loaned to those who apply through the State Education Departments.

The Indian Council of Agricultural Research at Delhi

Voluntary work for the construction of a new road

Newly paved street in a village near Ludhiana (Punjab)

Children being taught bee-keeping by a Gram Sevika

Fighting the locust menace

Members of a co-operative admire their fine crop

has its own stock of film strips, which are often given on loan. Their prints are also available for sale. Information regarding them may be obtained from the Information Officer, Indian Council of Agricultural Research, Queen Victoria Road, New Delhi.

Radio

Another interesting development in the field of mass communication is the installation of community radio listening sets in the villages. The second Plan visualises that a radio set should be supplied to each village with a population of 1,000 on a shared expenditure basis.

For the benefit of the villagers, a special rural programme is relayed from all AIR stations in the country. Listeners can send their suggestions to the Station Directors.

To promote the interest of the rural population, representatives of the Community Development programme are associated with the AIR committees for rural programmes.

Special efforts are being made to utilize the programme of weekly newsreel broadcasts for depicting various activities in the block areas. Local recordings done by a mobile unit of AIR in these areas are incorporated in the broadcasts to give them local colour.

Posters and Folders

Posters and folders giving useful information on the Plan and the various development activities are distributed free to the villagers by the Union Ministry of Information and Broadcasting as well as by the States' Information Departments. A full list of such material can be secured from the Directorate of Advertising and Visual Publicity, Ministry of Information and Broadcasting, New Delhi.

Over and above these, posters and other publicity material is brought out by the Planning Commission and other Central Ministries like those for Food and Agriculture, Health, Commerce and Industry, Education, Irrigation and Power. For free supply of this literature, one should directly approach the Ministries concerned.

Exhibitions

Exhibitions provide direct and effective information to those who see them. They are therefore an important medium of mass publicity. These exhibitions are organised by the Directorate of Advertising and Visual Publicity through its regional offices. If one takes the initiative, an exhibition can be arranged in any area. He has only to contact the Exhibitions Officer and send the information to the Ministry of Community Development. Sufficient notice should, however, be given as the holding of an exhibition involves elaborate arrangements.

Song and Drama

Songs and dramas have acquired great importance as a means of mass education and entertainment. Interesting programmes of this nature are arranged by All India Radio. Dramas like *Hamara Gaon* are also staged in the villages and have been liked immensely. The Government arranges these dramas provided the villagers agree to share responsibility. Details can be had from the local Field Publicity Officer of the Ministry of Information and Broadcasting.

Information and Community Centres

Informative and useful literature is kept in the Information and Community Centres set up at the block headquarters. A large number of people visit them and read the literature displayed there. Selected photographs and summaries of news and views, specially produced by the Ministry of Information and Broadcasting, are also displayed at these centres.

Altogether over 1,600 such centres are functioning in the country. According to a phased programme, one centre at each block headquarter is proposed to be established, bringing the total number to 4,800.

These centres work under the supervision of the Social Education Organisers. A special syllabus has been drawn up to provide them training for the maintenance of these centres. The object is that the centres may become the hub of community activities.

To guide the activities of the centres, State Committees, with the Development Commissioners as Chairmen and the State Directors of Publicity and representatives of the Ministry of Information and Broadcasting as members, have been set up in all the States.

Foreign Visitors to Project Areas

The Community Development movement has evoked widespread interest in foreign countries and an increasingly large number of visitors from abroad, including Heads of States, statesmen, administrators, authors, journalists, economists, social workers, etc., visit the project areas for a first-hand study of these activities every year.

Bharat Darshan Tours

Facilities are provided to farmers for seeing project areas in various States. For the purpose, *Bharat Darshan* tours are arranged. With the increasing popularity of such educative excursions, the frequency of these tours and the size of the parties participating in them are growing considerably. A pamphlet has been brought out by the Minisstry of Community Development to help the organisers in drawing up *Bharat Darshan* tour programmes. It not only gives general information, including the availability of transport at halting stations, but provides a model tour programme.

Public Relations Unit

The Ministry of Community Development has a public relations unit at Delhi which maintains liaison with the State Development Departments on the one hand and the various Central Government agencies on the other. This unit is intended to help the villagers in procuring information.

IX. INDUSTRIAL PROGRAMME

Village and small-scale industries play a vital role in the development of the rural economy. They provide employment to millions of our countrymen and increase the incomes and raise the standard of living of many others. They also help our village folk to meet their needs of clothes and other things. For this reason considerable emphasis has been laid on the development of such industries in the programme.

The industrial programme in a Community Development area is carried out in conformity with the States' plans as well as with those of the six all-India institutions set up by the Government of India for promoting village and small-scale industries. These institutions allocate to the State Governments funds for the development of small industries. The main objective of the Community Development in this regard is to intensify efforts for a speedy and systematic implementation of various schemes on a co-ordinated basis. The activities so far undertaken in a community development area fall into the following categories :

1. programmes undertaken in the blocks with funds made available by the Ministry of Community Development to the States;
2. minimum programme of cottage and small-scale industries;
3. pilot projects for industries;
4. industrial estates;
5. industrial co-operatives; and
6. co-ordination at the State and Central levels.

In the budget of a block, there is a provision of Rs. 65,000 during Stage I and of Rs. 50,000 during Stage II to supplement the programmes of the different all-India boards|commissions. This assistance is also available for

conducting the training programme of rural artisans and subsidising the managerial expenses of industrial co-operatives as well as the cost of tools and equipments required by the artisans. Out of the above two grants, sums of Rs. 50,000 and Rs. 7,500, respectively, are earmarked for implementing the special programmes for women.

Pilot Project

The Ministry of Commerce and Industry has launched a programme for establishing 26 pilot projects in the country where the industrial programme will be implemented intensively. The objectives and scope of these pilot projects are :

1. to develop cottage and small-scale industries in these areas in a co-ordinated manner, taking into consideration the various schemes of the all-India Boards;
2. to promote a pattern for the industrial extension service that would be necessary for undertaking a rural industrial programme in Community Development blocks, and N.E.S. areas;
3. to act as laboratories where, after careful observations, it would be possible to find solutions to problems that came up in the field of cottage and small-scale industries;
4. to study the possibilities of planning for rural industries with the people's participation;
5. to explore the possibilities of developing a market for the products of cottage industries with the help of the people and project staff; and
6. to assess the experiences of these pilot projects and use them for the development of cottage and small industries in other areas.

Every pilot project has been placed under the charge of a Community Project Officer (Industries). He is assisted by a Block Extension Officer (Industries) and supervisory staff.

By September 1957, 23,692 artisans had been provided full-time employment and 45,183 had obtained part-time employment. The total value of the output of cottage and small-scale industries on that date is estimated at Rs. 159 lakhs of which goods valued at Rs. 111 lakhs had been marketed through co-operatives and other agencies. Further, 148 demonstration-cum-training centres had been started in

these projects, where 5,302 artisans had been trained and 117 were undergoing training.

It may, however, be noted in this connection that the results achieved so far relate only to some immediate programmes taken up pending intensive development schemes to be initiated on the basis of potential surveys of pilot projects. Such surveys in most projects have been completed and intensive development schemes will be taken up as early as possible.

The working of the pilot projects has revealed certain difficulties in the way of rural industrialisation. These include: (a) rigidity of rules for grant of loans to artisans; (b) want of adequate supervision from the State at the district level, etc.; (c) lack of co-ordination between various agencies responsible for the working of pilot projects; (d) delay in the registration of industrial co-operatives; (e) need of good marketing facilities; and (f) difficulty in getting technical assistance, adequate finance and materials such as iron and steel.

The State Governments are taking measures to remove these defects.

Minimum Programmes

As regards other Community Development areas, a minimum programme is drawn up in accordance with the common programme of the all-India Boards. These activities are undertaken with the help of financial assistance available from the Khadi Commission and the Boards concerned. Industries which are sought to be developed under the 'minimum programme' include blacksmithy, carpentry, brick and tile-making, leather goods, tailoring, khadi spinning and weaving (including the Ambar Charkha), *ghani* oil crushing, soap-making, bee-keeping, village pottery, handloom weaving and handicrafts. The Union Ministry of Commerce and Industry has asked the State Governments to earmark at least 25 per cent of the State allocation for the development of small-scale industries in the Community Development areas. The All-India Handloom Board

has also requested the State Governments to spend at least 25 per cent of the total allocations in the blocks. In 1958-59, the Khadi and Village Industries Commission sanctioned Rs. 1 crore for this purpose. The minimum programme could not, however, be effectively implemented owing to paucity of funds.

Industrial Estates

To ensure the orderly growth of industries, the Union Ministry of Commerce and Industry has sanctioned the establishment of nine small industrial estates, costing about Rs. 10 to 15 lakhs each, in the Community Development areas.

In addition to these, 20 rural industrial estates, each costing about Rs. 2 to 3 lakhs, have been sanctioned for Community Development blocks. These are being started in those Community Development blocks, which have facilities for electricity, transport, etc.

Industrial Co-operatives

The second Plan has laid great emphasis on the development of industrial co-operatives as one of the solutions for the problems facing small and village industries. It is estimated that 1,194 such co-operatives with a total membership of 63,443 had been set up by September 1957.

Co-ordination

To bring about co-ordination among the various development agencies, a committee was set up in July 1957 under the chairmanship of the Union Minister of Commerce and Industry. This committee includes representatives of the Ministry of Community Development and the six all-India Boards (including the Khadi and Village Industries Commission). At the State level also, co-ordination committees under the chairmanship of the State Chief Ministers or Ministers for Industries are being set up.

To enlist popular support and make the programme more dynamic and effective, block level advisory committees, consisting of local representatives, have been set up

for each Community Development block. In some of the pilot projects, local advisory committees have also been constituted. Programmes to be followed in the various blocks or the project areas are drawn up in consultation with all-India boards|commission, as the case may be.

X. VILLAGE INDUSTRIES

In the previous chapter we have discussed the measures adopted in the Community Development areas to develop village and small-scale industries. We will now see what financial and technical assistance and marketing facilities are available to the people engaged in village industries in these areas. It is well known that these industries provide employment to a large number of people in the country. Spinning alone absorbs 5 million people. Other important industries are hand pounding of rice, oil making, *gur*, soap, matches, leather, paper, etc.

Khadi

Although the main emphasis of the Khadi and Village Industries Commission is on the Ambar Charkha programme, the traditional khadi weaving programme is also being followed extensively. Thousands of people in the rural areas spin in their spare time to meet their own needs of cloth. The Khadi and Village Industries Commission, which is responsible for the formulation of development programmes for khadi and village industries, encourages people to be self-sufficient in cloth. For this purpose, it meets three quarters of their weaving costs or 31 nP. per sq. yard, whichever is less. A subsidy at the rate of 12 nP. per sq. yard woven is also given to the institutions which propagate the *Vastra Swavalamban* scheme.

The object of the Government is also to organise khadi production so that each region becomes self-sufficient in its requirements of cloth. As part of this programme, areas are selected for intensive development of khadi and the Ambar Charkha is being introduced. This improved

type of spinning wheel will help the village people to spin much more yarn for the handlooms which weave yarn into cloth.

Commercial khadi is the hand-spun and hand-woven cloth which is brought for sale in the open market. To encourage its production, the Commission has taken several steps. These include procurement of raw materials, starting of sales agencies, training of workers, issue of khadi *hundis*, giving rebate on sale of khadi, organisation of *Ambar Parasrimalayas* or *vidyalayas* and supplying of improved tools at subsidised rates.

The Community Development authorities fully cooperate with the Board in its efforts to encourage the production of khadi.

Village Oil Industry

To develop the village edible oil industry, the Commission has been encouraging the use of improved *ghanis*, for whose development they have set up their own research centre. To promote the industry, equipment subsidy at 50 per cent per *ghani*, grants for model demonstration centres, loans to co-operatives for stocking oil seeds, production subsidies and facilities like training of *mistries*, instructors and oilmen are being given by the Commission.

Information and details of the programme for the *ghani* industry can be obtained from the headquarters of the Commission as well as from the State Khadi Boards. The project officials also provide information and help in the the setting up of co-operative societies of oil *ghanis*.

Hand-Pounding of Rice

The Khadi and Village Industries Commission which is also responsible for the development of the hand-pounded rice industry has a programme to introduce improved imlements on a wide scale. These include stone *chakkis* for dehusking paddy, *dhenkis* and winnowing fans. Loans are provided for stocking paddy and subsidies given for obtaining equipment. To get this assistance, co-operative socie-

ties have usually to be organised, but in backward areas this assistance is made available even to individuals and approved institutions.

Bee-Keeping

To encourage bee-keeping, model apiaries are being opened in villages and young men are being trained. Bee-keeping centres, to provide a part-time or full-time occupation to agriculturists, are being started at various centres. Subsidies for equipment, establishment of sub-stations and model apiaries and the training of fieldsmen and others are among the major items of the assistance programme.

Palm Gur

The Khadi and Village Industries Commission is helping this industry to solve its problems of raw material, marketing, cost of manufacture, organisation, etc. The development programme includes technical assistance besides the supply of improved tools to tappers in virgin areas and provision of facilities for stocking *gur* in properly equipped godowns. Since co-operative societies for the manufacture of *gur* are in a better position to utilise Government assistance, the formation of such societies is being encouraged.

Gur Khandsari

The development programme in relation to this industry aims at supplying improved *kohlus*, re-conditioning old ones, training technical personnel as well as local and honorary workers and introducing better techniques in processing cane juice. Co-operative societies of *gur* and *khandsari* manufacturers are being encouraged to enable them to purchase improved appliances and receive loans from the Government. The loans are advanced in kind and not in cash.

Other Industries

Other industries which are being promoted and assisted

are hand-made paper, leather tanning (village), match (cottage) and soap-making with non-edible oils.

For the development of the paper industry, the Board gives monetary aid in the form of a half grant and half loan at 3 per cent interest. It also offers a production subsidy of Rs. 400 per ton and provides marketing facilities.

The indigenous leather industry has suffered in the past from social neglect of the communities engaged in this profession. These artisans were unorganised and the techniques used by them were primitive. Steps are being taken to improve their techniques and assist them in the formation of co-operatives.

Handicrafts

To revive and develop handicrafts, the Government of India set up an All-India Handicrafts Board in 1952. This Board advises the Government on the problems of the handicraft industry, helps to improve and develop production and promotes the sale of handicraft goods in India and abroad. It also deals with grants and loans to be given to the State Governments and private associations and institutions for the purpose of financing activities necessary for the development of handicrafts.

Financial assistance given by the Board is as follows:

(i) Schemes which are not likely to yield any significant return and are meant more or less for research and training receive 100 per cent assistance both in respect of recurring and non-recurring expenditure;

(ii) In the case of purely commercial schemes, the recurring and non-recurring expenditure is shared equally and the working capital is provided in the form of a loan;

(iii) Industrial co-operatives can get 75 per cent loan towards share capital. Working capital is also provided together with 50 per cent on recurring expenditure for three years on any special supervisory staff.

Coir Industry

The coir industry is mainly carried on as a cottage

industry and is concentrated in Kerala, Madras, Mysore, Bombay, Orissa, Andhra and West Bengal. Till recently, it was largely dependent upon the export of its products. Consequently, there were frequent slumps with serious repercussions on the industry. To bring about balanced development, a Coir Board has been set up. Its work is to promote exports, regulate production, ensure remunerative returns to the workers, improve marketing and promote scientific research and publicity.

Schemes for the development of the coir industry have been initiated in a pilot project in Kerala State. Efforts are also being made to intensify the development of the industry in several Community Development blocks through co-operative organisations.

XI. SMALL-SCALE INDUSTRIES

Industrial units which have a capital investment of less than Rs. 5 lakhs and employ less than 50 workers when using power or 100 persons when not using power belong to the category of small-scale industries. Properly developed, they can bring about a balance between the rural and urban economies and play an important role in the scheme for the rapid industrialisation of the country. It is therefore the Government's policy to support them until they become strong enough to stand on their own feet. The second Plan provides nearly Rs. 60 crores for their development as against an expenditure of Rs. 5.3 crores during the first Plan.

The development of these industries is sought to be achieved through modernisation of techniques and methods of production, improvement of business management and development of marketing facilities. Provision of credit on easy terms and technical assistance, suitable working conditions, extension of electrification and supply of power at reasonable rates and encouragement of co-operatives are some of the other important measures adopted by the Government to help small producers.

The primary responsibility for the development of small-scale industries is that of the State Government. The Central Government only co-ordinates the activities of the State Governments and provides matching financial and technical assistance.

It has been felt that some of the needs of small-scale industries can be met if these industries are developed as ancillaries to large-scale industries and proper co-ordination is maintained between them. For this purpose, common

production programmes have been formulated for several allied large-scale and small-scale industries.

The task of developing small-scale industries as ancillaries to large-scale industries has been taken up by the National Small Industries Corporation in collaboration with the Regional Small Industries Service Institutes. These agencies have contacted a number of large industries in the public and private sectors with a view to exploring the possibilities of developing small units which will supply components to large units. Four large units in the public sector and six in the private sector have already agreed in principle to the setting up of such ancillaries. Twelve large industries, six each in the public and private sectors, have also agreed to obtain their components and parts from small units.

The Government is the largest buyer in the country and purchases a variety of stores. Many of these can be supplied by small units. To provide small units the opportunity of supplying government needs, the government purchasing procedure has been revised to allow for certain purchases only from this sector as well as price preferences in some cases.

In all, 1,740 small-scale units have been listed as efficient units which can supply stores according to the specifications laid down.

The Railways have agreed to adopt the same procedure in respect of their purchases and it is expected that the Ministries of Communications and Defence and the Chief Controller of Printing and Stationery, too, will follow suit.

Administrative Machinery

To bring about co-ordination and effective development, the necessary machinery has been set up. An all-India institution known as the Small-scale Industries Board is a consultative body which frames and implements programmes generally for the development of small industries and co-ordinates the activities of the Development Commissioner (Small-scale Industries), the Small Industries Ser-

vice Institutes and the National Small Industries Corporation.

The Development Commissioner (Small-scale Industries) guides the Regional Service Institutes in their programmes of work, maintains liaison with the Central Ministries, prepares all-India investigation reports and statistics on small-scale industries, recruits foreign experts to assist such industries, arranges for the training of small entrepreneurs and artisans abroad and provides technical advice to the Ministry regarding its policy on small-scale industries.

To assist the Development Commissioner, there are four Joint Development Commissioners with headquarters at Bombay, Calcutta, Madras and Delhi, respectively. These officers are responsible for the implementation of the schemes of the State Governments. They also take the initiative in suggesting schemes to the State Governments.

Credit and Finance

The main requirement of the small industrialist is finance. To meet this need, the Central Government has placed large funds at the disposal of each State.

Loans are disbursed through the State Finance Corporation, industrial co-operative banks and other banking institutions. The terms for granting loans, which have been made very liberal, are as follows :

(i) loans can be given both for capital expenditure and working capital. No loan to a single party can, however, exceed Rs. 100,000 except with the concurrence of the Central Government;
(ii) the rate of interest is 3 per cent for entrepreneurs and 2½ per cent for industrial co-operatives of actual workers;
(iii) loans can be given up to 75 per cent of the value of security, which may include land, buildings, equipment, stock in trade and other assets created by loans;
(iv) loans can be given to individual small industrialists up to Rs. 1,000 on a personal bond; and
(v) loans up to Rs. 5,000 can be sanctioned on the security of one or more personal sureties.

District Industries Officers or officers of equivalent rank are also authorised to sanction loans up to an amount of Rs. 2,000.

In the pilot project areas loans are advanced by the

State Bank. A small industrialist can apply directly to the State Bank of India for his credit requirements, but a co-operative organisation has to apply through the co-operative bank with which it is associated. One can have full details regarding the credit scheme from the agent of the State Bank. The staff of the Bank will also give guidance in the completion of the application form.

To obtain financial aid, small producers should apply to the State Directors of Industries. Advice and information on the subject can be had from the regional or local institutes and extension centres.

Industrial Extension Service

Next in importance is the problem of technical aid. To meet this requirement, the Government has set up Regional Industries Service Institutes. These industrial centres furnish free technical advice to small industrialists and educate them on modern methods of production, equipment, techniques, designs, quality control and business management. These centres also offer advice on the use of raw materials in any particular industry and carry out tests for this purpose. Not only this, a person can also seek guidance regarding the starting of new industries.

Attached to the Institutes are model workshops where demonstrations are given and training provided to artisans. For the same purpose, 45 mobile vans, equipped with modern machinery for use in carpentry, black-smithy, sheet-metal working, footwear manufactures, etc., visit villages and small towns in the Community Project areas.

The officers of the Institutes tour the areas, visit small industrial units, talk to producers and artisans, ascertain their difficulties and help them solve their problems. Thus, in rendering these varied services, the Institutes carry the industrial extension service to the very door of a small producer.

How to Get Machines and Tools?

Small industrialists can obtain tools and machinery on

hire-purchase through the assistance of the National Small Industries Corporation. Application forms are available at the Institutes and with the State Directors of Industries. These forms can also be had from the officers in charge of the vans, whose advice can be sought about the procedure.

A small producer who intends to avail himself of this facility should send his application either through the Director of the Institute or the State Director of Industries, accompanied with a 10 per cent advance if the machine is required for general purposes and a 20 per cent advance if it is meant for a special purpose. On delivery, another 10 or 20 per cent, as the case may be, has to be paid by the indentor. The balance of the price has to be paid in easy instalments to the Corporation. The interest charged is 4½ per cent up to Rs. 15,000. In the case of industrial co-operatives, the interest charged is 1 per cent less.

Prototype Production-cum-Training Centres

As a result of an extensive survey conducted with the assistance of foreign experts, it was observed that additional efforts were necessary for training workmen and higher executives as well as for acquiring machinery and equipment needed by the small-scale industries. This would involve new manufacturing techniques, materials, specifications, etc.

The Government has recognised the need for establishing a number of prototype production-cum-training centres to meet the above need. Two centres for the training of personnel and production of proto-types, approved by the Government, are being set up by the National Small Industries Corporation. One, at Rajkot, is being established with the help of the Technical Co-operation Mission and the second is being set up with the assistance of the West German Government at Okhla near Delhi.

Provision of Suitable Working Space

The industrial estates are meant to solve one of the most important problems of the small producers. This is

lack of suitable working space. The industrial estates provide ready-built factory space equipped with water and power connections as well as the usual facilities and services for a modest rent. Post offices, banks, railway sites and recreational facilities are also available in these estates. The Government has sanctioned a sum of Rs. 10 crores for building such estates during the second Plan period. It will also develop the estates by laying good roads, arranging for the supply of electricity and water and providing conservancy and drainage services.

Factory buildings in the estates can also be acquired on hire-purchase terms or can be bought if an occupant so desires. The management of these estates is at present vested in the State Governments. It is hoped that, as the estates grow, their management will be entrusted to autonomous corporations.

Power and Raw Materials

Till recently, small entrepreneurs were experiencing great difficulty in securing adequate electric power. Under a new scheme, facilities have been accorded for the supply of power at a rate (as suggested by the Small-scale Industries Board) of 1½ annas per unit. The State Governments have also been requested to consider subsidising the consumption of power by small units. The Central Government will bear half the cost of such a subsidy.

In the past, small producers were not able to obtain an adequate supply of raw materials like iron and steel. To solve this problem, the Government has recently increased by more than three times the quota of iron and steel for small industrialists. In order to make supplies available expeditiously, co-operative societies and associations of small industrial units are being registered as controlled stock holders.

The National Small Industries Corporation has recently set up a raw materials depot at Ludhiana. This will help the small manufacturer in obtaining appropriate raw material at the right time. It is the first of its kind and is

expected to indicate whether there is scope for the Corporation to expand its activities in this direction.

Common Services

Small industrialists need a number of common facilities and services for increasing their efficiency and for working economically. The stocking of raw materials can be of great help and co-operative societies can play an important part. It is not easy for a single industrialist to keep adequate stocks in godowns, but a co-operative society can. Again, the co-operative society can help members market their products more easily and profitably. Also, servicing centres like those for wood seasoning, heat treatment and quality testing can be set up only on a co-operative basis because it may not be possible for individuals to maintain them at their own expense.

In the industrial estates, such common services for groups of industries are being arranged. Besides, the State Governments have opened such centres, which are run by various Departments till they are handed over to co-operatives. The Central Government contributes liberally towards the establishment of these centres and gives aid to co-operatives by way of financial assistance at reduced rates of interest. In cases where no profit is made in the initial stages, the loan is given free of interest for about five years.

Besides the formation of co-operative organisations by small-scale industrialists, emphasis is also laid by the Government on the establishment of co-operatives of artisans and workers. The Central Government contributes 75 per cent of the share capital and other expenditure by granting loans at a concessional rate of interest of 2½ per cent. The Government is also encouraging other organisations of small-scale industries such as trade associations. Through these organisations, small industrialists and artisans can make their voice heard and get their needs attended to.

Assistance in Marketing

The National Small Industries Corporation provides

marketing facilities to small industries by operating experimental mobile sale vans, opening wholesale and retail sales depots and by instituting quality marketing schemes. The Corporation is at present running three mobile vans in the northern region.

The disposal of products of some selected small industries has been undertaken on a wholesale basis with a view to overcoming the three main shortcomings in marketing namely, lack of standardisation, lack of a trade name that would assure quality and lack of contact with a wider market. The Corporation has therefore set up wholesale depots for quality-marked locks at Aligarh, for pottery at Khurja, footwear at Agra, hosiery at Calcutta, glass beads at Renigunta and paints at Bombay.

XII. TRAINING OF PERSONNEL

A recent U.N. Report said that the biggest problem to be faced in implementing development programmes in Asia is the lack of trained personnel. The problem is acute in India. Great stress has therefore been laid on the training of personnel in the Community Development programme. The magnitude of the problem can be gauged from the fact that more than three and a half lakhs of trained workers will be required for the programme by September 1963.

There are at present 249 training centres functioning in the country. These have so far imparted training to nearly 59,000 officials, including (1) Block Development Officers, (2) Social Education Organisers (men and women), (3) *Gram Sevaks* and *Gram Sevikas* (Village Level Workers), (4) Group Level Workers, (5) Extension Officers (Industries), (6) Extension Officers (Co-operation), and (7) Health personnel.

The training centres for Block Development Officers and Social Education Organisers are either run by the Ministry of Community Development directly or through the State Governments and non-official institutions, while those for Village Level Workers and Group Level Workers are set up by the State Governments and function under the supervision of the Ministry of Food and Agriculture. The other centres are operated by different Ministries—the centres for Extension Officers (Industries) by the Ministry of Commerce and Industry, those for Extension Officers (Co-operation) by the Ministry of Food and Agriculture in collaboration with the Reserve Bank of India and those for health personnel by the Ministry of Health and the State Governments. The Group Level Workers training centres have now been closed.

Block Development Officer

The Block Development Officer is primarily an administrator, and draws a salary between Rs. 250 and Rs. 400. He is generally recruited from the State service, but in certain cases may be promoted from among the project personnel. Aged between 20 and 40 years, he is a graduate with a rural background and knowledge of agriculture. His selection is made by the State Public Service Commission or by a specially constituted Board.

Till recently, these officers were being given eight weeks of orientation training to acquaint them with the fundamental principles of the programme and the method of working with the village community on the one hand and the officers attached to the block on the other. Up to the end of July 1958, 2,153 Block Development Officers had been trained.

It is now proposed to convert the four Development Officers' training centres into orientation training centres and add five more by March 1959. These centres will provide for orientation training of all Block level functionaries and District Heads of Departments as well as job and refreshing training of Block Development Officers.

Social Education Organiser

We have already seen that next in importance to the Village Level Worker is the Social Education Organiser. His proper selection and training are therefore of great importance. The post of Social Education Organiser is advertised by the State Government and a careful selection is made. The S.E.O. is between 18 and 45 years of age. Male candidates are generally graduates but this qualification is relaxable in the case of those possessing five years' experience in social work. Women candidates need only have passed the Intermediate examination. Even this qualification is relaxable in the case of women having three years' practical experience in social work. The salary of a Social Education Organiser ranges from Rs. 68 to Rs. 250 in the States.

There are 14 centres for Social Education Organisers in the country where 3,910 (2,670 men and 1,240 women) Social Education Organisers had been trained up to July 1958. One of these centres provides for specialised supplementary training of those Social Education Organisers who are required to work in the tribal areas. Consistent with the duties of the Social Education Organiser, the syllabus of training includes subjects like social science, rural economics, civics, social education, religious history and culture. It has now been decided to separate the training of men from women Social Education Organisers.

There is another centre at Ranchi which provides three months' specialised supplementary training to Social Education Organisers who are required to work in the tribal areas. This centre is being run directly by the Ministry of Community Development. By July 1958, 194 Social Education Organisers had been trained and 40 more were under training.

Village Level Worker

The key functionary in the Community Development programme is the multi-purpose Village Level Worker. It is therefore necessary that he should be selected carefully before being sent for training. To select suitable candidates, the posts are advertised by the State Governments and the selection is made by a Board. A Village Level Worker is usually between 18 and 35 years of age, is required to have some experience in village work and must be a matriculate or possess a diploma in agriculture. The rules are, however, relaxable in the case of women and ex-soldiers. His salary varies from Rs. 35 to Rs. 150 p.m. In addition, he is paid a cycle allowance of Rs. 5 to Rs. 10 p.m. and is entitled to a stipend of Rs. 30 or Rs. 50 while under training, depending on whether he is under basic or extension service training.

The total period of training of a Village Level Worker is 1½ years—one year at a basic agricultural school or wing followed by six months at an extension training centre.

During this period, special training is given in subjects like agriculture, animal husbandry, dairy and veterinary science, horticulture and vegetable farming, plant protection, agricultural engineering and extension activities in health, cooperative industries, etc.

In July 1958, there were 64 basic agricultural schools and wings and 45 extension training centres in the country, which provided training to 21,519, 15,344 and 7,034 workers in the extension, basic, agricultural and integrated courses, respectively. It has now been decided to merge the basic agricultural schools with the extension training centres in order to provide an integrated course of two years for Village Level Workers.

Since Gram Sevikas (women Village Level Workers) are required to look after the specialised needs of village women, they are given special training in food and nutrition, garment making, maternity and child welfare, domestic science and other allied subjects. For this purpose, home science wings have been established at some training centres. At present there are 27 such wings, where the course of training is of one year's duration.

Till June 1958, 816 *Gram Sevikas* had received training and 454 more were undergoing training. The capacity of the existing wings is being expanded to meet additional requirements.

Group Level Workers

This category of block officers comprises Extension Officers in Agriculture and Animal Husbandry. For their training, the Ministry of Food and Agriculture had established 18 centres, where two months' orientation training was provided. By the end of June 1958, 3,509 Group Level Workers had been trained and 131 were undergoing training.

Extension Officers (Industries)

The training of Extension Officers (Industries) lasts a year—four months at the Small Industries Service Institutes followed by eight months at Mahavidyalayas. There

are at present four Regional Small Industries Service Institutes and seven Khadi Board Mahavidyalayas which operate under the administrative control of the Ministry of Commerce and Industry.

Up to June 1958, 1,028 officers had received training at the Service Institutes and 530 at the Mahavidyalayas. The number of people who were receiving training at these centres were 251 and 456 respectively.

Extension Officers (Co-operation)

The duration of the training course of Extension Officers (Co-operation) is 11 months. There are eight centres which, by May 1958, had imparted training to 1,338 officers. Another 96 were undergoing training at these places.

Health Personnel

The health personnel in a Community Development block comprises the Medical Officer, a compounder, a sanitary inspector, a lady health visitor, four midwives and a sanitarian. They are given two months' training at three centres. The syllabus includes subjects like health, education, communicable diseases, food and nutrition, environmental hygiene and maternal and child welfare. By April 1958, 1,366 health personnel had been trained at these centres.

Reorganisation of Training Programme

On the basis of the recommendations of the Expert Committee on Training and the Study Team on Community Development and the National Extension Service, it has been decided to reform the training system. The salient features of the proposed reforms are as follows :

(i) The scope of training will be extended to embrace all categories of developmental staff.

(ii) All workers, from the Development Commissioner down to the Village Level Worker, will receive orientation training together at common centres. To this end, it is proposed to convert the existing

Development Officers' training centres into orientation training centres and also to set up new ones. At these centres, Block Development Officers will receive 'job training' and district level officers 'refresher training'. All these officers will go through a common course of orientation training. The intention is that these training centres should become special wings of the administrative training centres already set up in some States.

(iii) The job training for each category of personnel will be arranged in specialised training institutes. For Block Development Officers, this training will be provided at the orientation training centres, while for other functionaries it will continue to be provided in the respective training institutions run by the different Ministries. As regards Village Level Workers, the scheme for the integration of basic agricultural schools with the extension training centres is being worked out by the Ministry of Agriculture. The new syllabus, which will be formulated on a regional basis, will combine both the job and extension aspects of training.

(iv) Refresher training will be given to all block functionaries, including the district heads of technical departments connected with Community Development. The latter will receive this training in their respective colleges and training centres, while the District Level Officers and Block Development Officers will have their training at the orientation training centres.

(v) Both administrative and technical key personnel will be afforded special facilities for the study of Community Development. For this purpose, a Central Institute of Study and Research on Community Development has been set up at Mussoorie. Officers of the status of Collectors, heads of technical departments, Development Commissioners and their deputies, Secretaries and other senior

Officers of development departments, are to be trained for about six weeks. During this course, they will be able to study the philosophy, objectives and the technique of community development as well as allied subjects like rural sociology, public administration, etc.

(vi) An institute is proposed to be established at Dehra Dun for giving training to the teaching staff of the training institutions. This training will be of three months' duration.

(vii) The role of women workers in the blocks will be re-defined. They will be provided separate training facilities to equip them to discharge their responsibility for work among women and children. For this purpose, some of the existing Social Education Organisers' training centres will cater only to the training of women extension workers. The duration of their training is likely to be $10\frac{1}{2}$ months and the syllabus will include both orientation and job training. It is further proposed to include a refresher training course for women workers.

(viii) In-service training is proposed to be instituted. The object of this training is to enable the personnel, especially Village Level Workers, to get acquainted with the latest development in the various technical fields. The Ministry of Food and Agriculture, in collaboration with the Ford Foundation, has chalked out a scheme for this purpose. The scheme envisages the organisation of refresher courses in extension training centres. The duration of the course will be two months and each centre will conduct five courses a year.

(ix) Study tours will be arranged both inside India and abroad. These tours have proved to be of great educational value.

Training of Non-officials

The main emphasis in Community Development and

National Extension areas is on increasing agricultural production. For this purpose, a programme for training farm leaders has been initiated. Since there is an acute shortage of manpower in the technical departments dealing with agriculture in the States as well as at the Centre, efforts are being made to make up this deficiency by giving special training to progressive farmers. This is especially important as the rural areas require local leaders who can create enthusiasm and promote the necessary atmosphere for the spread of community development activities.

These leaders are called *Gram Sahayaks.* To train them, camps are organised in every Village Level Workers' circle. About 50 Gram Sahayaks are selected from each of the villages comprising a Gram Sevak's circle and trained in each group of subjects for about three days at a convenient place. The Extension Officer concerned, assisted by the Social Education Organiser and the Gram Sevak of the circle, conducts the camp where training is given both in theory and practice in a particular group of subjects. Five groups of subjects have been selected. These are (1) agriculture, animal husbandry and minor irrigation; (2) panchayats, co-operation and village communications; (3) village industries and housing; (4) education, social education, public health and sanitation; and (5) women's programmes. At present, in view of the need to increase food production, training is being given only in the agriculture group of subjects which includes, besides better farming practices, minor irrigation and animal husbandry. However, as panchayats and co-operatives are the people's agencies for the development of rural life as a whole, attention is paid to these subjects in all training camps. District Officers also participate in these camps. The Gram Sahayaks on return from the camp adopt improved techniques of production in their own fields and thus help to educate their fellow villagers through discussions and practical demonstrations. There is a follow-up programme also by which the Extension Officers assist the Gram Sahayaks in implementing their individual and group projects.

In addition to camps for village leaders, camps of one month's duration are organised in every block for the orientation of village school teachers. About 50 teachers from two or three adjoining blocks attend these camps. Peripatetic teams, trained earlier in orientation courses, conduct the camps. The teachers in turn spread the idea of development both among schoolchildren and the village community.

Finally, seminars in various subjects are held at the divisional, State and national levels. They help the specialists and workers to exchange views and experiences. Non-officials like members of panchayats, Block Advisory Committees and members of the State and Union Legislatures also participate in these seminars.

XIII. CONCLUSION

In the short space of five and a half years, the Community Development programme in India has attracted world-wide attention. Visitors have come from far and wide to see our people break their age-old shackles. Some Asian countries like Afghanistan, Burma, Ceylon, Egypt and Philippines have sent their representatives to study the programme in order to bring about a similar awakening in their own territories. Indonesia and Iran are already trying to introduce similar schemes.

Partners in National Development

Whether it is at Alipur (Delhi) or Biaora (a small village on the Itarsi-Hoshangabad Road), the story of Community Development is a story of the people's determination to improve their lot. Though economically backward, the millions in our villages have begun to realise that they are capable of contributing to the betterment of their lives as well as to national development. The voluntary contributions of these people in the form of cash, kind and labour add up to a little over 60 per cent of the Government's total contribution. Compared to Rs. 79.65 crores spent by the Government up to September 30, 1957, the people's contribution was valued at Rs. 48.34 crores.

Roots in the Soil

In the past, attempts were made to develop rural India from the top downwards. The experiment of Community Development is, however, very different. It seeks to develop the nation from the bottom upwards. The roots of the movement are in the soil. The Community Development

programme seeks to help the villagers modernise their lives without breaking with their traditions. Having started in a limited number of areas more or less as self-contained developmental units, the Community Development programme today encompasses nearly half the rural population of India and about 12 million families benefit from these activities. The programme is based on the pooled thinking of representatives both of the Centre and the States. Attention is now being devoted to consolidation of work based on the experience gained so far, and to make Community Development more and more a people's programme.

Decentralised Democracy

Community Development is national effort in which all should join irrespective of party affiliations. The test of the success of the programme lies in the extent to which the people have developed into self-reliant communities, shouldering the burden of their own development and making the fullest use of their own resources along with those offered by the Government. The objective can be best achieved through effective village institutions. The Community Development programme has therefore been laying stress on the strengthening and expansion of village organisations like panchayats and co-operatives to develop local initiative, responsibility, self-reliance and co-operation for the planning and execution of development schemes.

The second Plan recognises that rural progress depends on the existence of an active organisation in the village which can reach every family and bring all the people to participate in the common programme to be carried out with the assistance of the administration. Until now, in the Centre as well as in most States, the panchayats and rural development programmes have been looked after by separate Ministries or Departments. The need for integrating these two programmes has been felt for some time. Recently, the Balwantrai Mehta Study Team, which went into the working of the Community Development programme

in all its aspects, made a pointed recommendation in this direction.

Accordingly, in the revised programme which has been put into operation from April 1958, one of the basic changes proposed pertains to the transfer of authority to people's institutions at and below the district level. Although the exact manner in which the principle will be applied has been left to the State Governments, the Ministry of Community Development has pressed the State Governments to cover all the block areas with statutory panchayats and to strengthen existing institutions with a view to enabling them to associate more actively with the development programme of the villages.

To facilitate the rapid growth of panchayats, the Ministry of Community Development has taken over the task formerly dealt with by the Ministry of Health and various other departments.

Up to March 1957, about 49,000 village councils and other statutory bodies and 69,000 non-statutory organisations were established in the Community Development and National Extension Service areas. The number of co-operative societies set up was 56,000, with a membership exceeding 34 lakhs. In addition to these units of local self-government and the co-operatives, there are other organisations which have developed in the Community Development areas. Among these are 62,000 youth clubs and farmers' unions and 5,610 Mahila Samities and Vikas Mandals. The youth in the country has also been organised and 1,887 youth camps were held up to September 1957. In these camps, a large number of N.C.C. and A.C.C. cadets participated. The Ministry of Community Development has recently appointed a Director for Youth Programmes, whose function is to offer guidance to his counterparts in the States and thus help in the promotion of local leadership.

Integrated Programme

Since the Community Development programme is one of the chief agencies for implementing the social objectives

of the Plan, steps are being taken to link the whole programme closely with other welfare activities. Accordingly, measures had been taken to co-ordinate the activities of the Ministries of Food and Agriculture, Commerce and Industry, Education, Health, etc., with those of the Ministry of Community Development. Steps are also being taken to integrate the programme within a State right down to the district and village level. In pursuance of the decision of the National Development Council, the States have now accepted the block as the unit of planning and development.

To achieve all-round development of the village community, it has recently been decided to bring about close co-operation between the *gramdan* movement of Acharya Vinoba Bhave and the Community Development movement.

The developmental work will be undertaken by the extension staff and the Sarva Seva Sangh will assist them in this task. Its representatives will be associated at all levels with the extension personnel. The actual work of *gramdan* will, however, continue to be done by *gramdan* workers. The extension staff will help in the distribution and allotment of *bhoodan* and *gramdan* lands. In order that the workers engaged in both movements may have a proper appreciation of the objectives and methods of operation, seminars will be organised and literature produced on behalf of both will be exchanged. It is hoped that this integration will help foster a spirit of cohesion.

Assistance to Backward Sections

To promote the speedy economic advancement of the backward sections of the rural population, it has been decided to start a few pilot schemes in *gramdan* villages. The experience gathered through these pilot projects will be useful in promoting a general programme for the uplift of depressed families in the entire country.

For the intensive development of areas predominantly inhabited by tribal people, 42 special multiple-purpose projects have been started in various States.

Self-development

A dynamic movement like that of Community Development cannot be static or rigid. Experts are therefore busy evolving new ways and means of overcoming difficulties as they arise. A constant vigil is kept over activities and their progress by an independent organisation called the Programme Evaluation Organisation. Set up by the Planning Commission, it assesses the progress of the movement, indicates shortcomings and gives suggestions for improvement. The Valuation Teams appointed from time to time also function independently and the results obtained are processed for the benefit of the workers and the villagers.

Our Prime Minister has described Community Development as a new chapter in the fascinating story of rural India. He has said that nothing has happened in any country of the world during the last few years so big in content and so revolutionary in design as the Community Projects in India. They have changed the face of rural India.

In his own words: "The new drama is being played in our broad fields and our innumerable villages. The actors in this drama are tens of thousands of village workers, organisers, etc. Indeed, the actors should include every man, woman and even child. May all of them have this sensation of playing in this great game of building up India, this great adventure that should ennoble their lives. It is through great effort that we grow, it is by allying ourselves to great causes that we also develop some touch of that greatness".

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